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ABSTRACT

This evaluative research report on the nature and extent of efforts to adopt and continue family day care support services in New York State is addressed to persons interested in developing an educational and support program for family day care and to policy makers. Findings are reported in 2 parts. Part I is a discussion of variables that tend to affect the adoption and continuation of family day care support services, including: the characteristics of such services, the extent of recognition of the need for particular innovations; the characteristics of those who implement programs; the manner and extent of the dissemination of models and program innovations; and the nature of major facilitating forces. Part II, a case study of adoption and continuation of the Family Day Care Pilot Programs in Nassau County, describes the program resources, the design and development of the advisory board, interorganizational relationships, the impact on providers, and prospects for continuation. Conclusions reached concerning the potential for adoption and continuation of family day care support services in New York State are listed. Copies of questionnaires used in the study are appended. (Author/CM)

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Education For Community Services

ADOPTION AND CONTINUATION OF FAMILY DAY CARE SUPPORT SERVICES

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PREFACE

This publication is an evaluative research report on the nature and extent of efforts to adopt and continue family day care support services in New York State. The funds for the research were provided by the Carnegie Corporation as part of a grant to New York State Cooperative Extension's Pilot Family Day Care Program in Nassau County.

The report is in two parts. The first part consists of an overview of efforts to provide family day care support services where they were known to have occurred as of 1977 in New York State outside of New York City. Variables which have been found to affect adoption and continuation are described. The second part of the report consists of a case study of adoption and continuation of the New York State Cooperative Extension's Pilot Family Day Care Program in Nassau County.

The publication is addressed to persons interested in developing an educational and support program in family day care and to others who may be in a position to make or influence public policy decisions affecting family day care support services. The purpose of the publication is to increase understanding of the variables which affect the development and strengthening of an emerging human service. It is hoped that this understanding may be useful in preventing wasted or misplaced effort and in providing guidance for setting strategies which may result in nurturing excellent services as well as in building public support for their continuation.

Through conducting the research we have come to appreciate the frustrations, dedication, and satisfactions expressed by practitioners engaged in pioneering this new human service. Their candidness and cooperation were essential to the research effort.

May this report be an expression of our thanks.

David Deshler
Diane Jaenicke
Steven Maynard-Moody

I. INTRODUCATION: FAMILY DAY CARE A PUBLIC CONCERN

A unique support service to assist self-employed child care providers has been undertaken recently in several parts of the country. Centers have been established where persons who provide day care in their homes (family day care providers), parents of children who are being cared for, and professional child care educators can share ideas, experiences, resources and training. Informal educational programs are often planned for day care providers including workshops on child development. In some cases certificate courses are offered in cooperation with Departments of Social Services for purposes of licensing. The care givers and parents are introduced to other community resources. Informal, self directed learning is encouraged through newsletters and through the loan of books and other resources related to the care of children. In some instances, teen aides have been trained to work with children in family day care homes in order to enrich the experiences of children as well as to introduce teenagers to concepts of parent education.

The types of persons who have been engaged in generating these educational support programs include:

- Cooperative Extension specialists and agents with human resources programming responsibilities for adults and youth;
- Social workers and community outreach workers in human services and child caring agencies;
- Child care and staff development training officers in social services/welfare departments;
- Community colleges, colleges and universities whose facilities guide students preparing for the child caring and human services professions;
- Family day care providers' associations.

A growing number of state and local family day care provider associations have emerged recently (Bookman, 1975; Keyserling, 1972) mostly in conjunction

with efforts to provide these educational support services. Representatives from eleven associations who attended the Day Care and Child Development Council of America's 1975 National Forum on Family Day Care reported that family day care provider organizations existed in at least 17 states as of that time (Bookman, 1975).

THE SCOPE OF FAMILY DAY CARE

Although these efforts are sporadic and recent, it is important to view them within the context of the extent of family day care in the United States and the more recent activities on the part of government that have had an influence. It is estimated that over six million children under six years of age are in need of child care. There is little data on the number of school-aged children who need before and after school care. One estimate is 14 million. Just over one million children are cared for in day care centers or family day care homes that are licensed or approved. It is estimated that over 79 percent of all day care services in the United States take place in private home settings commonly referred to as family day care homes (Office of Child Development, 1976).

Family day care is not only the most pervasive form of day care but undoubtedly the oldest form of child care by someone other than the immediate or extended family. Surprisingly it has a rather scant history in American child welfare history and in the child development literature. The advent of governmental intervention to assist in the provision of programs for the daytime care of children in especially troubled home situations occurred as early as 1933. Ten years later, the Lanham Act provided some $51 million to build day care centers for mothers who were employed in war industries. This kind of investment has not been repeated. However, an incremental government policy to support child day care has persisted. Family day care, as a recognized option by government, first occurred on behalf of children of widows in Title IV of the Social

Security Act. It was later specified and officially regulated under federal guidelines through the Federal Interagency Day Care Requirements (1968). More recently, the demand for day care services has expanded as increasing numbers of women have entered the labor market. The cost of providing adequate care in group or center care programs has spiraled beyond the means of many parents. Resources of government for such services have become more scarce, and consequently family day care has been brought to the policy forefront. With this new recognition comes the accompanying concern on the part of those in government for enforcing federal standards where children are cared for outside their own home. Aside from the ideological tension between regulation as a governmental intervention and the "natural" unregulated system of child care, the standards of the federal or state governments have been operationally impossible to enforce (Southern Regional Education Board, 1974). They essentially rely on voluntary licensing and therefore attract, for the most part, those providers who are interested in caring for children whose care is subsidized by the local Department of Social Services, since these agencies usually require caregivers to be in compliance with the licensing law. Under federal regulations (The Federal Interagency Day Care Requirement 1968) the states have the responsibility for licensing which includes facilities, numbers and groupings of children, safety and sanitation, social services, health and nutrition, parent involvement, and provider training. Enforcement efforts have been scattered and non-pervasive among the states. The goal of assuring the quality of family day care even in those instances where the federal government is providing funds, let alone in other instances where private family day care is occurring is being viewed as an educational problem. Family day care support services are an educational alternative to enforcement of regulations as a means for assuring quality family day care. These programs represent the birth of a new type of social service and a new audience for the field of adult education.

A. THE INTRODUCTION OF SUPPORT SERVICES TO NEW YORK STATE

Stimulated by the forces and trends just described, a number of child care leaders in New York State initiated programs which have had as their objective the insurance of quality care for children through the provision of support services to family day care providers.

In 1971 June Rogers and the staff of the Day Care and Child Development Council of Tompkins County, New York, along with a group of family day care providers, nursery school and day care center staff, and Jane Knitzer an adviser from New York State College of Human Ecology at Cornell University developed the concept of The Gathering Place. June Rogers, the Director of the Day Care and Child Development Council, reporting on the history of the effort stated that:

> The Gathering Place is the embodiment of an idea. a concept based on sharing and mutual respect. In a society which promotes isolation and lack of personal interaction, The Gathering Place encourages cooperation, community and togetherness. In another sense, The Gathering Place acts against the image of a human services place where only those in trouble go to seek help. Here, all people with an interest in children may come to share experiences, ideas and problems. The goal of The Gathering Place is to create a community of equals with a common bond: concern for the welfare of children (Southern Regional Board, 1974, p. 51).

The Gathering Place which includes a drop-in facility, a coordinator, volunteers, store, loan items, trash-to-treasure collection, and library soon became an integral part of the Council. Representatives from all segments of the day care community (including parents) were appointed to the steering committee. The Gathering Place became a center for dialogue between family day care providers and other day care professionals. Since 1971 June Rogers and others from the Day Care and Child Development Council of Tompkins County have encouraged others in New York State and elsewhere to consider and implement such programs with their consulting help.

Not long after the Gathering Place was started, Natalie Crowe, a Cooperative Extension Program Coordinator at Cornell and others in the College of Human Ecology envisioned the creation of a statewide emphasis specifically focused on encouraging the development of local support services for family day care providers. Their efforts began in 1972 with the start of The Cooperative Extension Pilot Program on Family Day Care in Nassau County, New York. This program has been a demonstration project undertaken jointly by Cooperative Extension at the New York State College of Human Ecology and the Cooperative Extension Association of Nassau County. It was funded primarily by the Extension Service - USDA from May 1972 - June 1975. It was the goal of the project to become adopted and continued as an ongoing program by the local Cooperative Extension Association and by the local community. An additional goal was the fostering and stimulation of similar programs elsewhere in New York State.

Between 1972 and 1977 the staff of the Day Care and Child Development Council of Tompkins County, New York and the staff of New York State Cooperative Extension including those persons associated with the Pilot Program on Family Day Care in Nassau County, New York, continued to provide consulting and encouragement including a newsletter to persons interested in establishing support services for family day care providers. Workshops and conferences for Cooperative Extension agents and others also were held along with the provision of reports and descriptions of the model.

EVALUATION FOCUS AND METHODOLOGY

When the funding from the Extension Service, U.S. Department of Agriculture for the Pilot Program on Family Day Care in Nassau County terminated in 1975, the Carnegie Corporation provided a grant for two additional years in order to further assist the Pilot Program in its efforts to become adopted and continued by the

local county. In addition the grant provided an opportunity for the New York State Cooperative Extension staff to continue its efforts to encourage the establishment of support services in other parts of the state of New York.

The evaluative research reported in this publication was funded as part of the Carnegie Corporation grant. The findings, drawn primarily from qualitative data, are intended to provide further understanding about the feasibility of establishing, adopting and continuing support services for family day care providers such as those implemented in Tompkins County (The Gathering Place) and in Nassau County (Cooperative Extension's Pilot Program on Family Day Care). Evaluations of this type are usually classified as policy oriented.

Policy oriented program evaluation models have been described by Stufflebeam et. al. (1971); Weiss (1972) and Wergin (1976) as processes whereby values, critical issues and indicators are identified; criteria are selected; and judgments are made concerning the worth of a social program or its components in relationship to policy decisions that will have social consequences. Policy decision-oriented evaluations can be conducted using any of four combinations among external and internal evaluators and evaluative criteria as shown in Figure 1.

Internal Evaluators Internal Criteria	Internal Evaluators External Criteria
External Evaluators Internal Criteria	External Evaluators External Criteria

Figure 1: Alternative Relationships between Internal and External Evaluators and Source of Criteria.

This study was conducted by external evaluators, using external criteria. This mode seemed most appropriate since the primary aim of the study was to assist external policy decisions rather than to affect the immediate administrative functioning of the program itself. Nevertheless the study provides some implications for strategies for those engaged in developing new programs.

It was decided by the evaluators with concurrence from the funders that the primary focus of the evaluation would be on the value and worth of the family day care support system model in terms of its feasibility for adoption and continuation at sites in New York State where efforts had been made to introduce it. Criteria for successful adoption and continuation predictions were adapted from the work of Glaser (1972). These criteria include: 1) the characteristics of a particular innovation, (i.e. credibility, observability, relevance, relative advantage, compatibility and triability); 2) recognition of need; 3) characteristics of implementors; 4) manner and extent of dissemination; and 5) facilitating forces. Findings are reported in this study according to the above categories. The study used naturalistic or qualitative research, that is, research in which the investigator takes natural settings, already established and functioning, and adds a data collection dimension so that some conclusion about relative effectiveness can be reached (Fox, 1969, p. 453). The functional flow of activities included the following:

1) Literature on family day care and family day care support systems was reviewed;

2) Elite and specialized interviews (Dexter, 1970) were conducted with persons across New York State, not including New York City, who were known to have some knowledge of attempts to start a component of a family day care support system;

3) Questionnaires were sent to persons who had received information about family day care support systems that had been disseminated by the demonstration project;

4) Site visits were conducted to selected programs where more extensive activity had occurred;

5) Participant observations were conducted at the demonstration project in Nassau County, New York;

6) Data were analyzed and the research findings are presented in this report.

In order to identify the instances or locations where efforts had been made to start at least one component of a family day care support system, names were collected of all persons throughout New York State outside of New York City who were known to have made some inquiry about such services from New York State Cooperative Extension, Cornell University. Telephone interviews were conducted with these persons about their efforts. They were also asked if they knew about the efforts of others. From the original list and the referrals it was determined that there were 21 instances or locations outside New York City where efforts had been made to state at least one component. In places where more than program planning activities had occurred and some program component had been established, program directors were asked to identify persons in other agencies and organizations with whom they had worked. These persons in most cases were interviewed for the purpose of obtaining an external perspective on the program's possibilities for adoption and continuation. Topics and questions discussed during the interviews are listed in Appendix A. The distribution of field interviews according to type of interviewee is presented in Table I.

TABLE I

Distribution of Field Interviews According to Type of Interviewees

Type of Interviewees	Number of Interviews
Program Implementors and Those Considering	30
Day Care Provider Association Board Members	4
Personnel from Community Organizations, and State and Local Government	12
Personnel from Departments of Social Service/Welfare	5
Family Day Care Specialist Consultants	4
Total	55

The population for the questionnaire was composed of persons who had been sent written materials or had used the slide presentation prepared by the staff of Cooperative Extension's Family Day Care Pilot Program in Nassau County. Questionnaires were mailed to 81 persons, who for the most part resided outside of the state of New York. The purpose of the questionnaire was to obtain information on the usefulness and effectiveness of these dissemination and promotional activities.

Analysis of data obtained from the review of literature, elite and specialized interviewing, observations during site visits and from the mailed questionnaires was accomplished primarily through content analysis of qualitative data and records. Item, thematic, and structural analysis was of particular value (Merton, 1968, p. 569).

The findings from this study are reported in two parts. The first part consists of an overview of adoption and continuation efforts to provide family day care support services throughout New York State. It includes statewide information on the characteristics of such services, the recognition of the need, the characteristics of implementors, the manner and extent of the dissemination of models and program innovations, and the nature of major facilitating forces.

The second part of the report consists of a case study of adoption and continuation of the Family Day Care Pilot Program in Nassau County. It includes information on the program's resources, development of the advisory board, interorganizational relationships, impact on providers and prospects for continuation.

II. AN OVERVIEW OF ADOPTION AND CONTINUATION EFFORTS IN NEW YORK STATE

When efforts are made to develop and implement a new human service such as a family day care educational support system the primary struggle is not only to provide that service but to find ways to gain support for the service once started so that it will become accepted, owned, adopted and continued by the local community. All too often programs which have been funded on "soft" money have disappeared after the initial funds have terminated. In order to avoid these abortive efforts it is crucial to increase our understanding of the adoption and continuation process related to family day care support services. The purpose of this part of the evaluation report is to provide some knowledge and insights to both those who would provide funds for such efforts and to those who are engaged to initiating family day care support services concerning the variables that tend to influence adoption and continuation. These variables include: the characteristics of the family day care support components; the extent of recognition of the need; the characteristics of those who implement programs; the manner and extent of the dissemination of the idea; and other facilitating forces.

THE CHARACTERISTICS OF FAMILY DAY CARE SUPPORT SERVICES

Analysis of data from interviewing and observing family day care support systems in New York State revealed considerable variability in: 1) the level of efforts; 2) the type of services and/or training being offered; and 3) the definition of the clientele. A minimum effort was characterized as one where a person in a community, usually a Cooperative Extension agent, was thinking about or engaged in planning to "do something about family day care." With more effort, persons usually reported that training for family day care providers was occurring.

With still more effort, interviewees reported that training was combined with other support services such as a newsletter or resource trips, but not a Gathering Place or facility. The most developed programs provided a wide range of support services, including a facility as well as training. These program components will be described briefly.

Formal training, in some cases, is provided only for care givers who need to be licensed in order to provide child care to children who are subsidized by the Department of Social Services. In other cases it is for anyone who is providing child care and a license may or may not be an outcome. This training tends to take the form of workshops on topics of relevance to the care givers such as safety, emergencies, discipline, child development, sex education and nutrition. Family day care providers often choose the topics and help develop or facilitate the sessions. Since counties vary in the extent that they enforce the licensing requirement, attendance is for the most part voluntary.

Newsletters come in varying degrees of journalistic sophistication, but generally contain information on community resources, child development, nutrition and topics generally covered in training. In the counties where there is no distinct agency for any family day care support, Cooperative Extension has sometimes provided this program component. The newsletters are in some locations specifically for family day care providers. In other locations they are provided for parents as well.

Toy, book, and equipment loans are among the most tangible of the supports offered. They serve both as ends unto themselves in improving family day care facilities and as means for attracting providers to the training programs. The library aspect usually includes both books for children and written resources for

the provider. Toy loans include items which tend to be beyond the budget of a family day care giver. Both new and used toys have been purchased or donated for this purpose. Equipment primarily includes baby equipment and large play items. Three programs also sell supplies used in early childhood training on a non-profit basis to the providers.

Drop-in facilities for providers and their day care children are part of the support system in seven counties. The least formal aspect of the program concept is the drop-in facility which is geared toward increasing the interaction among providers and professional agency staff and among providers. It also provides a low-keyed educational approach since ideas for stimulating healthy development are modeled and displayed at the facility.

Parent referrals to providers is a relatively rare program piece, yet another very tangible one. Some programs advertise that they have a list of care givers. When parents call, they are given names which according to various criteria, are considered suitable. The parent then contacts the care giver(s) and makes his or her choice. In no case does actual placement of children by the support system take place.

Coordination, planning, and advocacy for family day care in the community was a common thread throughout the counties. This included program development for increased support services, mediation between family day care providers and the local Department of Social Services and the encouragement of the development of self-help provider associations (Bookman, 1975).

Other services to family day care homes mentioned less frequently included a mobile unit, organized enrichment activities for family day care children (e.g. group field trips), home visitor programs and attempts to organize cooperative back-up provider substitute service in the event of illness or emergency.

Table II indicates the range of existing family day care support program components that were reported according to their distribution among 20 of the 56 counties, in New York State.

All of the efforts to provide family day care support programs were reported to have occurred within the last three to four years with the exception of the effort in Tompkins County which has existed for six years. Well over half of the activities had occurred within the last two years.

TABLE II

Family Day Care Support Program Components Distributed According to their Occurance in Counties in New York State

	Newsletter	Training Licensed	Training Unlicensed	Drop-in Facility	Parent Referral	Teen Program	Library Toy Loan. Equipment Supplies	Provider Substitutes	Enrichment Activities	Coordination Other Groups
Broome	300	X		X			X			X
Cattaraugus					X		X			X
Cortland		X		X			X			X
Genesee	650									X
Jefferson		X	X				X		X	
Madison			X							
Monroe	300	X	X				X			X
Nassau	630	X	X	X	X	X	X	X	X	X
Oneida		X								
Onondaga	200	X		X			X			X
Ontario	70	X								
Orange	75			X	X					X
Orleans		X	X							
Oswego	300									
Schuyler	400		X	X		X	X		X	
Steuben	1400	X	X	X	X		X	X		X
Suffolk	500	X								
Tompkins	500	X	X	X	X	X	X	X	X	X
Wayne			X							X
Westchester	450	X					X			X
TOTALS	13	13	9	7	4	3	11	3	4	11

The location of counties with some family day care support components is shown in Figure 2.

Figure 2. Distribution of Family Day Care Support Programs in New York State excluding New York City, October, 1976.

In order to make evaluative judgments about the potential for adoption and continuation of the family day care support system idea or model, data were collected through interviews on the perceptions of early adopters and others in their communities regarding the strengths and limitations of the model. According to Glaser (1972) the probability of successful spread or transfer of a model or innovation to a new setting depends in part upon the characteristics of the model itself. He suggests that if the innovation possesses the attributes of credibility, observability, relevance, relative advantage, compatibility and triability it will more likely be adopted and continued.

Credibility

Credibility of an innovation stems from the soundness of the evidence for its value or from its espousal by highly respected persons or institutions. Because of the difficulty of using experimental designs with family day care support systems, there is limited (e.g. the problem of observing in the home without altering usual behavior patterns) data to support consequences or impacts on children as a result of providing educational and support services to family day care givers. However, evaluation conducted by Crowe, Pine, and Stein (1975) on the Family Day Care Pilot Program in Nassau County did find evidence that those care givers who participated in the programs reported a gain in positive self image, increased knowledge about child development, and a change in safety and nutritional practice. Those interviewed imputed these changes to the influence of the family day care support system. When data from interviews from the present study were analyzed, it was found that the demonstration models in both Tompkins and Nassau Counties were considered sound on the part of almost all who had heard about them or had read the evaluation report of Crowe, Pine and Stein (1972). The directors of the Tompkins and Nassau County programs are well known among implementors and highly respected. The fact that Cornell University

was a party to the dissemination of the idea through Cooperative Extension added to the credibility of the model.

Observability

Observability of an innovation refers to the opportunity for potential users or adopters to see a demonstration of the innovation or its results in operational practice. Analysis of interview data revealed that almost all of the implementors of family day care support systems had made site visits to the demonstration project in either Tompkins County or in Nassau County. These two demonstration efforts served consistently as sources. The program implementors said that it was crucial to be able to actually observe a program in operation but that even having done so it is difficult to grasp the substance interlaced in the informality of the interaction between staff and care givers because of the subtlety of this informal learning approach.

Relevance

Relevance as a characteristic of an innovation refers to a capacity to cope with a persistent and sharply bothersome problem which is of concern to a large number of people (or to influential people). Relevance also can be defined as the congruence or fit between the characteristics of a programmatic response and the nature of the problems being addressed.

Review of the literature and analysis of interview data indicated that the nature and the severity of problems connected with the care of children in family day care settings were being perceived differently. There is agreement that the care of children through family day care is pervasive and growing. However, for some the care of children in day care homes is a private and not a public problem and therefore is not a sharply bothersome one. For these persons, the support system may be relevant, but an inappropriate encroachment on private life and in addition makes it easier for mothers to defer to others their child care

responsibilities. For others holding an equally pragmatic if more liberal viewpoint, support for family day care in general -- not only as a service for potential welfare clients -- is a policy choice required by the already depleted resources of the family. The most persistent theme running through interview data was the justification of the support program as a response to the need for quality family day care. Quality control is seen as necessary in upgrading the care children receive, regardless of the public-private financial configurations involved. Implicit in this position is the assumption of the inadequacy of the "natural" system of family day care, an inadequacy derived from its low occupational status and consequent lack of resources.

Two responses to the problem of quality control have been suggested. One is regulation and the other is education. The fact that large numbers of children are cared for in unregulated situations is a frequent argument for government intervention. However, the difficulty in regulating family day care lies in the fact that it consists of small independent units. Enforcement of the licensing requirement is well beyond the scope of the state's staff capacity. In addition, identification problems arise as few care givers are eager to become licensed. They see no potential benefits and some fear loss of income resulting from having to declare their wages for tax accountability. While no one has reported data on the numbers of unlicensed homes in operation, estimates made on the basis of numbers of working mothers suggests that most informal family day care remains "underground." The family day care support system model appears to address the problem of regulation "through the back door." Offering incentives (training, materials, referrals, etc.) to the care givers is at once a means and an end -- a means of identifying and influencing the kind of care provided through relationship-building and an end in terms of tangible support for the on-going process of

family day care. No claims were made by interviewees who were conducting programs that they had performed any actual regulation or control function. However, there was consistent recognition that the family day care support model provided a relevant response that enriched the care of children and supplied at least one answer to the state's forced laissez-faire dilemma on regulation.

When presidents of family day care provider associations were interviewed, they indicated that the components of the demonstration support system were very relevant to the problems of providers as they know them. In several cases that were reported, care givers had strong reactions to potential loss of their support systems due to funding inadequacies. These reactions provide an "unobtrusive measure" of the value which these provider-leaders confer on the program. The survival of provider associations and the contribution they make to care giver's professional interests was seen by these interviewees to be dependent at least in part upon the adoption and continuation of support services for family day care.

In short, the model is viewed as highly relevant to those who believe that something should be done to ensure quality control for family day care and who are knowledgeable about the enforcement dilemma of government. The fact that family day care is for the most part "underground" means that these problems, although critical for some, are not widely recognized.

Relative Advantage

Relative advantage over existing or alternative practices is another characteristic of an innovation which increases its potential for adoption and continuation. The advantage afforded by the innovation, however, must offset the considerable effort that may be involved in change.

The Family Day Care Pilot Program model in Nassau County was compared with other forms of support and training for day care providers in order to assess

the model's relative advantage. After a review of available literature and analysis of interview data, it appeared that there are two main conceptual alternatives that have been suggested. One of these is the home-visit approach which is methodologically the opposite of the demonstration support services described above. In the home-visit approach, trained paraprofessionals go into day care homes on a regular basis to deliver training and/or support services. There is a great deal of variation in formality of the program. For example, the West Virginia Department of Welfare's program (Dowling et. al., 1976) provides programmed instruction to care givers in their homes via the home visitor, while other programs are much less structured in their mode of training (Dokecki et. al., 1971; Wattenberg, 1971; Dusewicz, 1972). The advantages that this model has over the New York demonstration or pilot models are: 1) that informal regulation is feasible given the regular contacts in the home; and 2) the transportation prolems of care givers in getting to training meetings especially in rural areas, are overcome. The fact that the program goes out to the provider, however, does little to foster the collegial relationships among care givers necessary to break down the isolation inherent in the work role (Emlen et. al., 1974). This kind of program, especially if it employs a well developed curriculum, requires a substantial financial commitment. It may or may not include other support services in addition to training. Analysis of data from interviews conducted as part of the present study indicates that the support services such as the library, toy and equipment loan activities, the drop-in facility, the teen program, and group sponsored enrichment activities, although underplayed in written accounts relative to the New York demonstration projects, were extremely valuable to participants.

Another approach involves training that is designed to lead to an Associate Degree. The Federal Office of Child Development has sponsored the Child Develop-

ment Associate Consortium which has developed a program for child care workers in general (not specifically family day care). Essentially the program requires an academic year of training and a year of field experience. The Child Development Associate (CDA) program does not outline a specific curriculum, but rather is a competency-based educational model. Attempts have been made (Mathis and Kilmer, 1971) to adapt this to family day care. This more formal educational thrust adds an element of professional development more clearly than does the non-credit training. It addresses the problem of low occupational status of child care givers. The disadvantages of this approach used alone as compared to either the home-visit or the New York demonstration models, which include non-credit and occasionally credit training, is that it is susceptible to the "creaming" process with only the most professionally oriented providers participating. It also is less likely to provide support services in addition to training. However, it is theoretically possible to add the Child Development Associate program as supplementary to the New York demonstration models for those providers who desire the more formal training.

Compatibility

Compatibility as a characteristic refers to the extent to which the innovation is congruent with the potential adopter's previously established values, procedures and facilities. Compatibility is an additional characteristic which has been found to increase the possibility for adoption and continuation.

From limited interview data obtained from family day care providers who were presidents of family day care associations, there was evidence that the values and interests of day care providers were compatible with the values inherent in the program activities of the demonstration model. The only incompatibility appeared to be the necessity of giving up anonymity in order to participate.

While the program support staff tend to emphasize education and training, the care givers seem to be valuing the tangibles such as loan of toys and equipment and sometimes the purchase of materials and supplies at reduced rates. Providers also indicated that they were more likely to participate in a training program that was separate from the Department of Social Services, because of its regulatory, sometimes adversary role with providers. In most cases where programs had been in existence for some time, providers by their continued participation reflected compatibility with the services.

However, not all professional child care personnel view the model as compatible with their values. Analysis of interview data revealed that child care professionals who were closely identified with center or group child care tended to view the family day care effort as a form of service which was not as effective as center care. Additional hostility was created when, as in the case of Nassau County, several publicly run centers were closed because they were under-utilized. Family day care was seen as unwanted competition by some. Two interviewees who had been very much committed to center child care changed their minds about the viability of providing quality care through family day care as a result of conducting a survey of family day care situations. Nevertheless, this value conflict over center versus family day care among child care professionals presents a formidable obstacle to the adoption of the model among child care professionals.

Although many people subscribe to the value of providing quality care for children, the demonstration or pilot model is attached to the lowest status form of child care. Persons, almost exclusively women, who perform this role are considered by society in general as baby sitters, who should perform "women's work" for extremely low wages. The notion that public funds chould be spent to assist so "common and mundane a task" is probably foreign to the thinking of

some public officials. Analysis of interview data suggests that the model is not compatible with the popular view that attributes low priority and low status to family day care providers. This incompatibility of values appears to be the primary obstacle in obtaining sufficient public and private funds to adopt and continue family day care support systems.

Triability, Divisibility or Reversibility

The probability of successful adoption and continuation of an innovation also may be increased by its triability, divisibility or reversibility. These characteristics refer to the capacity of the innovation to be introduced one step at a time without an irreversible commitment by a system.

According to Table II (p. 12) most implementors did not elect to attempt implementation of the family day care support components all at once or on an all or nothing basis. Various combinations of components were implemented. As part of the interviewing, implementors were asked what parts of the program they thought should be started first. Those with the fewest number of components tended to suggest that recruitment for training should be the program piece that should be started first, while implementors who had more well developed programs suggested that recruitment and development of family day care provider association or the development of a day care council which would act as an advocate of the effort would be more appropriate starting activities. There was a difference of opinion among implementors about the importance of a facility or "gathering place." Those who had facilities placed a great deal of emphasis upon their value as a means for identifying and recruiting "underground" providers. When all implementors were asked about which components they would be sure to keep if they had to reduce their programs due to budget cuts there was general agreement that the last thing to be eliminated would be an organizational unit that could provide

advocacy for further fund raising. Next in order of high priority for inclusion was training. For those who has facilities, these were considered to be next in priority. There were some who considered the minimal effort to be a newsletter which should be continued in any event. Nevertheless, the variety of alternatives suggests that the tri bility of the demonstration model in different increments is possible. This is an advantage for its adoption and continuation in some form in spite of fluctuating financial support.

Although it appeared initially from analysis of data that there were few irreversible effects from the introduction of the model into the child care system, upon close examination of some of the imputed evidence provided by interviewees, such a support system, once introduced, would have a tendency to create a further demand for such services on the part of providers. It also may tend to raise the professional expectations for increased wages on the part of providers. When several programs have become financially threatened, the providers have become vocal about their being continued. This political pressure is not likely to persist after a program has been discontinued unless a family day care provider association or a child care council has been formed to act as a continuing advocate for the service.

Another potentially reversible consequence which may occur is the stabilization of the family day care work force through increased professionalization. There is some evidence from at least two programs that providers associated with these programs tend to be more stable providers in contrast to the mobility of their cohorts. It is presumed that the discontinuation of a program would mean the loss of this stabilization if the two are in fact related.

If a family day care support system were started and discontinued, the remaining effects from the perspective of taxpapers, parents and providers most likely would be persistent demands for quality service.

Summary

According to Glaser (1972) one criterion set predicting successful adoption and continuation of an innovation includes the characteristics of the innovation itself, i.e., credibility, observability, relevance, relative advantage, compatibility, and triability. Findings from data analysis on efforts to introduce a family day care support model in New York State have been described in relation to each of the above characteristics. Table III summarizes the evaluators' estimated ratings that were arrived at through inter-rater judgments.

TABLE III

Evaluator Estimated Ratings of the Family Day Care Support Demonstration Model According to Characteristics which have Potential for Encouraging its Successful Adoption and Continuation

Characteristics	RATING		
	Almost None	Partial	Considerable
Credibility			X
Observability		X	
Relevance			X
Relative Advantage			X
Compatibility		X	
Triability			X

RECOGNITION OF NEED

Regardless of how meritorious a particular innovation may be in terms of attributes that have been listed above, the potential users and those upon whom they depend for support are much more likely to adopt an innovation if they recognize the severity and pervasiveness of a need that fits with their social values. Although it was not the primary focus of the present exploratory study

to conduct a need analysis for family day care support systems in New York State, some qualitative data on the recognition of need were obtained from a review of the literature and from field interviews.

Concepts of need are quite diverse and their application to need situations is even less universally understood. However, Bradshaw (1974, p. 185) has provided a helpful differentiation between four dimensions of need which are useful in analyzing need related to family day care educational support systems. These dimensions are: 1) felt need, which can be defined as what people or organizations say that they need when asked; 2) expressed need, which can be defined as a felt need which has taken the form of a demand such as signing up for service; 3) comparative need, which can be defined as the inequity between availability of service conditions in one situation compared to another; and 4) normative need, which can be defined as a condition which does not meet desirable standards that have been identified by acknowledged experts or authorities. Each of these dimensions will be discussed in turn.

Felt Need

Data on the felt need of providers was collected during interviews with presidents of provider associations and from reviewing need assessment reports that had been conducted by several program implementors. Program implementors during interviews also reported the felt needs of providers that had been obtained from them during training or other activities associated with their programs. The items most mentioned by these sources as representing the felt needs of providers included:

- Need to share ideas and overcome personal and professional isolation;
- Need to maintain or improve feelings of self worth that are easily eroded by emotional fatigue when caring for children eight to ten hours a day;

- Need to satisfy parents that adequate care is being provided by them to children entrusted to them;
- Need for alternative ideas and activities to use with children;
- Need for knowledge about better ways to handle discipline and guidance problems; and
- Need for occupational status and recognition for doing a good job.

These felt needs were reported by implementors as informing the content for training. With the exception of support program implementors, there probably are few persons who know about or appreciate these felt needs, since it has only been recently that anyone has bothered to ask.

Expressed Need

Before initiating a family day care support system there is virtually no evidence that providers express a need for such a service. Initially there is no demand. Program implementors reported that they even had difficulty in getting providers to respond to "Pennysaver" or throw-away newspaper ads asking providers to identify themselves. However, after providers became involved with training or other services their expressed need is registered through the following ways:

- visiting resource centers and using literature, toy and equipment loans;
- requests to be included on newsletter mailing lists;
- attending training and requesting follow-up workshops;
- attending planning meetings; and
- investing time in fixing up facilities.

One implementor said, "If they use it, they come to like it, and show that they need it by continued use." Although a very small percentage of providers have used the services of family day care support systems in New York State, those who have used these services apparently appreciate them and have expressed frustration in those instances where they have been discontinued.

Comparative Need

Comparative day care needs of children have usually been analyzed by approaches similar to those described in The Education Commission of States Early Childhood Project (1976). Studies of this type usually include data on clientele such as: numbers of children, especially in single parent homes; density of child population; average family income; number and location of children receiving aid to families of dependent children (AFDC). They often include data on vendors, including: self care; sibling care; relative or friend living with family; relative or friend from outside home; hired sitter in own home; hired sitter outside home; family day care home; and group or center day care. Comparative need is typically arrived at through making correlations between the demographic characteristics of clientele and availability of services. Sometimes comparisons are made between forms of service for a population. For example, in Schrag's Idaho study (1974), 17% of children needing child care up through 6 years age were taking care of themselves; 10% were receiving sibling care; 28% were being cared for by relatives; 42% were being cared for by hired persons in homes; and 3% were receiving group or center day care. There are no known statistics similar to these for New York State with the exception of a study by Valentine (1970) on day care centers and nursery schools. In order to analyze comparative need for family day care support systems it would be necessary to identify the geographic concentrations of providers in relationship to provision of support systems. Data obtained from interviews provided evidence that day care support system efforts had floundered in a few sparsely populated rural areas where apparently there were too few providers to make a service feasible.

Normative Need

Expressions of normative need for family day care support services were found in literature and especially from data obtained from implementors of these support systems. Family day care support systems were justified according to expressions of normative need because children need:

- Stimulating activities as alternatives to television;
- Enriched play environment through the use of more art, creative toys and equipment;
- Positive interpersonal interaction facilitated by a trained provider;
- Reduction in neglect and child abuse; and
- Increased health, safety and nutrition.

According to interview data, normative needs of parents include:

- Assurance and confidence that their children are getting adequate care in a provider home;
- Positive parental role modeling on the part of providers which is compatable with parent's values; and
- Increased choice of care givers through availability of referral services.

The normative needs of family day care providers include:

- Increased information and knowledge about child development and parenting;
- Decreased social isolation and increased positive self image;
- Greater knowledge of health, safety and nutrition standards;
- Increased use of community resources that relate to child care;
- More adequate professional behavior that can be defined as partway between being a baby sitter and being a teacher; and
- Increased recognition and public status for the work they perform.

Summary

To what extent are the above descriptions of felt need, expressed need, comparative need and normative need recognized by persons in situations where family day care support systems have been introduced? The felt need of providers is known to very few persons outside of those implementors who have conducted such a need analysis. It certainly is not known to very many public decision-makers or even parents who use the services of the providers. Expressed need on the part of providers has not occurred according to analysis of data until after services have been introduced. Only a small percentage of potential users of support services have taken advantage of them according to implementors who were interviewed. Most of the rationale for family day care support services has been based on normative need on the part of child care experts and implementors. The recognition of need for the most part has yet to occur outside the day care communication network. This appears to be a major inhibitor to the successful adoption and continuation of family day care support systems.

CHARACTERISTICS OF IMPLEMENTORS

In addition to the characteristics of an innovation and the recognition of the need for it on the part of implementors and others, the characteristics of potential users of an innovation have been found to be an important factor in predicting successful adoption and continuation (Glaser, 1972). The findings from this study suggest that the organizational affiliation of the implementor, the knowledge of the implementor, certain personality characteristics, and certain types of skills are related to successful adoption and continuation.

Organizational Affiliation

When implementors and those considering implementation of the family day care system idea were interviewed, they reported that one constraint to their

working on this task was whether or not it fell within the mission of their agency or organization, and whether their organization would be a sponsor. Table IV depicts the distribution of organizational sponsorship of family day care support components in New York State according to type of organization in the 20 cases contacted.

Cooperative Extension agents with home and family life education responsibilities were more involved in implementing family day care support systems than employees from any other organization. These extension agents reported that they

TABLE IV

Distribution of Organizational Sponsorship of Family Day Care Support Components in New York State According to Type of Organization.

N = 20 Cases*

Type of Organization	Number
Cooperative Extension/Cornell University	16
Departments of Social Service	7
Day Care Councils	6
Community College/University	2
Center Child Care Programs	2
Family Day Care Association	1
Other Community Agencies	7
Total	31

*Note: Number adds up to more than 20 because of mutual sponsorship in some cases.

were involved because the cause had been brought to their attention through program support staff at Cornell University and that most of them had some support for these activities from their advisory boards. Others reported that they were engaged in this because they believed in it even though it was considered a low

priority by their local employers. Still others reported that their efforts related to family day care had been eroded by pressure to conduct programs for Cooperative Extension on energy conservation, consumer education, and food policy and that total available agent time in some cases had been decreased due to budget reductions causing agents to assume multiple program responsibilities. Implementors from most agencies other than Cooperative Extension tended to report that family day care was not that central to the mission of their agencies and therefore they could not give as much professional staff time to efforts to start support systems. Day Care Councils in some cases are the exception, with support for family day care being a major component of their comprehensive effort. The amount of professional staff on the part of home and family life educators was reported to be critical to the success of support systems.

Knowledge of Implementors

When implementors were asked during interviews what they would consider to be desirable characteristics for program implementors to have if they were to be successful, they reported the following types of knowledge:

- day care and child development;
- the community and its leadership/
- alternative models for day care support systems; and
- funding sources.

It appears to the authors of this study that implementors who were interviewed were knowledgable about day care and child development; were less knowledgable about their communities and its leadership; and could use more information about funding sources.

Implementor Personality Characteristics

Implementors who were interviewed reported that the following personality characteristics were desirable on the part of implementors if their efforts were to be successful:

- Dedication and commitment to quality family day care;
- Sensitivity to human needs;
- Empathy for the role of family day care providers;
- Willingness to listen;
- Ability to be down to earth with providers without being condescending;
- Tolerance of insecurity in themselves and others;
- Flexibility and openness to new possibilities and options; and
- Assertiveness and willingness to stand up to conflict.

It appears to the authors of this study that most of the implementors who were interviewed possessed many of these qualities.

Implementor Skills

In addition to the above mentioned desirable knowledge and personality characteristics of implementors, certain skills were mentioned as very important. They include:

- Ability to scan outward into the community and be sensitive to political information;
- Skill in organizational development and management;
- Skill in public relations;
- Ability to build organizational coalitions; and
- Skill in analysis and presentation of need.

Several of the persons interviewed admitted that these skills were in short supply among child care professionals and that they were in need of training in this area. It was clear to the authors of this study that these skills were very helpful to implementors who had been relatively successful.

MANNER AND EXTENT OF DISSEMINATION

The fourth factor which tends to influence the possibility of an innovation being adopted and continued is the manner and extent of dissemination. The demonstration projects in both Tompkins and Nassau Counties set as one of their functions the dissemination of information relevant to the adoption and continuation of such efforts throughout New York State. Information obtained in our survey of those making inquiries suggest four methods of speading the idea of this kind of support for family day care. They are: 1) written reports and materials; 2) a slide set, "Learning With Love"; 3) site visits to the storefront; and 4) informal interpersonal contacts.

Implementors in the state very often became aware of the demonstration programs through the educational efforts of the New York State Cooperative Extension program staff at Cornell University. Several in-service training programs for county agents were conducted over the past several years and agents were encouraged to find audiences for the Extension newsletter, "Day Care Mother," during its lifespan. A state Family Day Care Conference, also primarily organized by Extension staff, was a major event in making salient to the professional human services community the issues involved. Contact with one of the demonstration program staff was cited regularly as a source of implementation assistance.

In order to evaluate the effectiveness of these dissemination efforts with persons other than those who were interviewed in connection with implementation efforts in New York State a questionnaire (Appendix B) was mailed to 81 persons who had made inquiries, used the slide presentation or had been sent printed materials. Twenty-seven persons responded. Ten of these respondents indicated that they were unfamiliar with the demonstration program in Nassau County even though they had at one time requested materials. The other respondents were

equally divided between those who indicated that they were directly involved in family day care programming and those who viewed themselves as resource people in this regard. Almost all of the respondents were outside of New York State. Table V indicates the number of times the 27 respondents mentioned each method of dissemination as a source.

TABLE V

Sources of Information Mentioned by Persons Inquiring About Family Day Care Demonstration Program.

N = 27

Sources of Information	Times Mentioned
Written Materials	12
Interpersonal Contacts	12
Site Visit	4
Slide Set	4

Because the percentage of responses was low a follow-up random sample of non-respondents was conducted by telephone and responses were compared with those of the mailed questionnaire. There was no significant difference between the two groups.

The content of the dissemination efforts in addition to certain "how-to" implementation suggestions consists of a rationale for explaining the program's worth to those not yet committed to this approach. There was a considerable range of articulations of this rationale, from "it's a good way to coordinate preventive services to children otherwise unreached," to "it makes family day care more rewarding for the women engaged in it." The most common theme, however, was in regard to the indirect benefits to the children through improving the occupational status, resources, and capabilities of their care givers. One

experienced director stated that the informal "spirit" of the model is the most difficult part to transmit to those unfamiliar with family day care and it is perhaps the most essential conceptual element. For example, though it may be an important step in fostering a close affiliation between the program and its clients and in stimulating creative activities in the homes, an outsider might have difficulty grasping this if he walked in on a group of women playfully fingerpainting.

Summary

Analysis of data obtained on the manner and extent of dissemination of the program ideas led to these observations. First, written materials appear to be a necessary but not sufficient method for stimulating implementation attempts. Although the feedback received on the program's publications is positive, the anecdotal evidence suggests that interpersonal contact is the key to sparking interest in and ensuring an understanding of an innovative program idea. Other investigators have encountered this same phenomenon, including Richland (1965), Glaser (1966), Roberts and Larson (1971), Fairweather (1971) and Havelock (1973). Second, the low-keyed, informal approach is difficult for many adult education and child development professionals to grasp as it involves an extraordinary amount of support activity which tends to be viewed as an "unnecessary frill." This, however, is believed by implementors to be essential for recruiting participants and meeting their need.

FACILITATING FORCES

Even when an excellent innovative program idea has been disseminated and promoted through the most effective means to capable program implementors who have been ready to adopt it, several facilitating forces have been found to be

essential if adoption and continuation is to occur. It appeared to the research team that the adoption and continuation of family day care support systems in New York State were most dependent upon their ability to obtain sufficient resources and supportive organizational relationships.

Available Resources

The county environments into which these programs efforts were introduced were characterized by shrinking budgets for human services, high unemployment, and a general commitment at all levels of government to hold the line on expansion of the public sector. The ceiling on Social Services expenditures imposed by Congress in 1972 created a hardship situation in New York State, making it difficult to continue to provide direct services at levels outlined in policy, much less offer indirect services such as support systems for family day care. This was hardly a facilitating environment for the birth and growth of a new social program.

Without exception, the interviewees interviewed listed funding as the major hindrance in even the most modest programs we encountered. It was felt that the instability of funding has stifled aggressive adoption of the model because of the tendency against raising expectations and the energy required for organizational survival. Programs were also hurt by funding shuffles in other organizations. They were especially hurt by the demise of the Cornell University Cooperative Extension newsletter for family day care providers. Our discussions with state and local government policy-makers indicated that while day care services are in increasing demand and the informal day care lobby in the state is relatively well-organized, only a pragmatic financial bid for recognition rather than a moralistic or quality-control argument will be successful in competition for scarce resources.

The following is a list of sources of funding and in-kind support mentioned by implementors. These sources vary widely in the amount of support provided. The budgets of programs range from a few hundred dollars to over eighty thousand dollars per year for a comprehensive day care council including support for family day care.

- Cooperative Extension (local and state)
- Appalachian Regional Commission
- United Way
- Local institutions of higher education
- New York State Division For Youth
- City government
- County government
- Civic organizations
- Local affiliates of the National Association for the Education of Young Children
- Comprehensive Employment and Training Act funds
- Community Action Program
- Departments of Social Services
- Private non-profit agencies
- Catholic Charities
- Foundations
- Donations from the community at large

Funding sources were more available to counties that were more urban. Only one rural county was able to establish a facility or "gathering place." On the whole, very rural counties have not been able to adopt the complete program model, but have implemented pieces of it, usually training sessions and/or newsletters. When interviewees in these counties were asked what they thought it would take to get a more complete program established in a community like theirs, the consensus response was that it would take outside funding. They suggested that child care did not receive a very high priority for funding in rural areas.

Supportive Organizational Relationships

According to findings, it is difficult to establish a family day care support system without cooperation and coordination among child care agencies and the county Department of Social Service (DSS). Although the Family Day Care Pilot Program

in Nassau, was reported to enjoy cooperative relationships with the local Department of Social Services (DSS), few other counties have been able to emulate this. All but four of the 20 counties reported negative or non-participation by the local DSS. This rejection was more benign neglect rather than direct hostility. According to interviewees' reports there were isolated cases in which a caseworker working with day care providers would become involved with a family day care support effort. But, for the most part, the response from that organization has been minimal. Consistently, however, persons from situations with cooperative support from the local DSS and those without it, stated that this relationship was essential for successful program development and continuation. Implementors also reported that unless the local DSS was providing licensed family day care for publicly subsidized children, it was difficult to get this organization to cooperate. One frustrated implementor remarked, "Support for family day care is simply an idea whose time has not come in this county."

Another important supportive relationship that was reported by implementors was with child care centers. In some instances, mutual training programs were being devised, joint funding bids were being developed, and referrals of clients was common. This kind of solidarity was seen as beneficial to day care in general. In other communities, however, family day care as an organized option was reported to pose a threat to the existence of center care and professional clashes developed.

Interviewees report that in some counties day care and child development councils had been organized similar to the one in Tompkins County, New York (Trisdorfer, 1971). It was reported that these councils tended to be composed of professionals who were mainly concerned with the problems of day care centers. The conflict between center care professionals and those interested in family

day care referred to above was reported to be present at times in these councils. In other cases it was reported that professionals were working together to gain public support for both types of child care. It appears to the authors of this study that it is unlikely that much public support for family day will occur without a more united front from child care professionals.

SUMMARY OF EVALUATIVE JUDGMENTS

The research team for this study set out to conduct an exploratory policy-oriented evaluation on the feasibility for adoption and continuation of family day care educational support systems that had been initiated in various parts of New York State. These programs represent the birth of a new type of social service and a new audience for the field of adult education. Data were analyzed from: 1) a review of literature and records: 2) elite and specialized interviews with program implementors, day care providers, personnel from community organizations, decision-makers from state and local government, and family day care specialists; 3) a questionnaire that was sent to persons who had received information from a demonstration project; and 4) site visits to selected programs. The following criteria for predicting successful adoption and continuation of family day care support systems were used in making judgments;

- Characteristics of the program model;
- Recognition of need;
- Manner and extent of dissemination;
- Characteristics of implementors; and
- Facilitating factors.

The characteristics of the family day care support system model that had been implemented rather extensively in Nassau and Tompkins Counties in New York were judged to have considerable potential for adoption as innovative value pro-

gram ideas. However, there appears to be little recognition of the need for these programs outside of those who have been directly involved with the child development field. The providers of family day care may have considerable felt needs, which could very well be addressed through an educational support system. However, they do not express a demand for such support until after they have experienced it. The strongest statements of need come from authorities and experts among some child development professionals. Efforts to disseminate the model through printed materials, slide sets, workshops and site visits were judged to be necessary but insufficient as means, since most of the ideas were reported to have spread through personal contact with personnel from the two demonstration projects in the state and from Cornell University. Building public support for this new human service was reported to be no small adult education task in and of itself. Implementors, to be successful, were reported to need knowledge of child development, political and organizational skills, and human relations skills along with commitment flexibility and assertiveness. Few agencies outside of Cooperative Extension have given recognition to family day care support systems by assigning staff time to promote them. The program efforts of all implementors suffered from insufficient funding resources, with the result that, for the most part, few implementors have been able to implement the total program model. The programs have been funded with "soft" short term funding from a variety of sources. As a result they have been unable to sustain a stable provision of service. With the exception of the demonstration projects program efforts have had a tendency to be piecemeal and short-lived in spite of all the effort put into them. The fact that they have survived at all considering the funding climate is a tribute to the determination of those involved. Supportive relationships with local Departments of Social Service, day care centers and child

development councils were considered to be essential, yet in many cases professionals from these groups did not afford status or give attention to developing cooperative supportive relationships with this effort. In summary, the model appears to be an excellent idea which has had considerable environmental inhibitors slowing its adoption.

The following conclusions of this evaluation, each from a different perspective, were drawn:

1) From a standard-referenced perspective, in which the standard is that every county should have all the components of the demonstration model, most efforts were not very successful since most adopters were able to implement only part of the model;

2) From a cohort-referenced perspective, in which the cohort counties are those in which no effort was made to assist family day care providers, significant progress was made in all twenty counties in which at least parts of the model were adopted;

3) From an alternative-referenced perspective, in which the New York State model is compared to home-visitor and universal training schemes developed elsewhere, the former has significant advantages in terms of adoption. The cost per participant of the New York model appears to be lower than the others, and it offers the possibility of implementing the model a piece at a time as funds become available;

4) From a progress-referenced perspective, a considerable positive change has occurred in building support systems for family day care. Five years ago only one family day care support system existed in New York State; now seventeen of twenty starts are still operating in the state, and a demand has been created for expansion of support;

5) From a difficulty-referenced perspective, the success of the dissemination effort in a fiscally-stringent environment is nothing short of remarkable.

Family day care support systems reach new audiences through this significant form of adult education. The focus of this study, however, has been on the process of fostering adoption and continuation of support systems. This process itself is a form of adult education. It involves teaching about an innovative model, an idea and a method. It includes building a climate among learners/implementors which fosters creativity and ingenuity in applying ideas to their own situations. Findings suggest that it is unrealistic to expect that adopters will replicate; rather, they are more likely to adapt. Potential adopters are more likely to accept and value what is being taught (the model) after they have been exposed to it through personal interaction with teachers/consultants. The study has suggested that the planning process, the dissemination of an innovation, and the struggle to implement are parts of a significant learning process.

III. A CASE STUDY OF ADOPTION AND CONTINUATION: THE COOPERATIVE EXTENSION PILOT PROGRAM IN NASSAU COUNTY, NEW YORK

A detailed history of the New York State Cooperative Extension Family Day Care Pilot Program in Nassau County, has been recorded by Crowe, Pine, and Stein (1975) and will not be repeated here. Instead, specific findings from interviews and observations over a period of almost two years will be presented in relationship to the Pilot Program's efforts toward local adoption and continuation. In order to understand these efforts within their demographic and social context a brief description of Nassau County, New York is provided.

THE NASSAU COUNTY CONTEXT

Nassau County is a suburban county with a now stable population of approximately 1,431,000. It is located immediately east of New York City on Long Island. The county's population doubled between 1950 to 1970. During this period, human services expanded rapidly. Since 1970, however, population growth has receded. In the last five years there has been a 25,000 decrease in overall population. The 1975 population figures (Source: Census Bureau and the Nassau County Planning Commission) indicate that Nassau County had 607,453 children and young adults (0-24) or 42% of the population; 696,331 prime taxpayers (25-64) or 48% of the population; and 127,954 senior citizens (65 and over). Due to the limited natural growth in taxable revenue and the decline in school age children, county government has recommended: 1) reduced consumption of basic services to children and young adults; 2) economy measures for the provision of services; and 3) planning and counsel to achieve coordination and operational economics (Report of Subcommittee on Services for Children and Youth to Commission on Priorities, March, 1976). This overall decline in youth population, however, may obscure an interesting population projection for young children (0-4) made by the Nassau County Planning Commission. The 1975 early childhood population (0-4) is listed as 67,937 and is

projected to increase to 96,870 by the year 1985. However, there appears to be a tendency on the part of public decision-makers to shift public spending away from services to youth and children based on the overall decline in the youth population in the county. This situation presents a peculiar bind on those agencies serving the needs of an increasing number of young children in the county.

Kelsey and Palmer (1973) conducted a study on child care needs and services for Nassau and Suffolk Counties on Long Island. They reported the following findings which further describe the context in which the Family Day Care Pilot Project was implemented:

SUMMARY OUTLINE OF REPORT FINDINGS

Section A: Basic Data - Need for Child Care Services

- Of 261,862 children under six in the bi-county region, only one percent (1%), an estimated 3,102, are receiving subsidized day care services.
- On Long Island more women are working and are employed locally. There are 18,065 women with children under six in the labor force.
- In the two counties there are almost as many children under age six in female headed households (6,453) as in male headed households (7,626) below the poverty level.
- In Nassau approximately 6,500 children under six live in families earning an income below poverty guidelines. Only 1,514 slots exist in licensed public day care.
- Of the 625,810 families in the two counties 175,335 earn less than $10,000 annually and 51,229 earn less than $5,000 annually.
- Fees of private nursery schools or day care centers are out of income range for families who earn less then the median income.
- Communities that have a high proportion of minority and/or low income families have a drastic shortage of child care services.
- More children attend private preschool facilities in Nassau (7% of the total preschool population) than Suffolk (4% of the total) although Suffolk has a larger and rapidly increasing young population
- The largest number of children in public day care are served in family day care homes (that are certified by the county), where costs are considerably less than in centers.
- A handful of public licensed centers serve children in after-school hours.
- No group programs exist for the care of infants. (0-2-1/2 years).

The Kelsey and Palmer report also reviewed the needs of inservice training programs for child care providers and concluded that:

> There is an urgent need for trained and competent child care personnel from the communities in which the need for service exists. It is evident that most people who are now teaching preschool children have not had much training for the job. . . The training of child care personnel, criteria for the expertise and experiences at each level of job responsibility, and a creditations system for those jobs must be deliberately enjoined. Too rigorous requirements for roles such as teacher's aids and teachers can deprive the disadvantage of qualifying for them and reduce the pool from which adequately trained personnel can be drawn; too lax requirements can do harm to the children and parents concerned and the hopes of future programs (p. 89-90).

The introduction of the Family Day Care Pilot Project into Nassau County took place during a period of expanding need for such a service, yet, at the same time the possibilities for obtaining public support, recognition and local public resources appear to have declined for such a service.

THE PROGRAM DESIGN

In 1971, several faculty members of the New York State College of Human Ecology at Cornell and the Human Resources program leader of New York State Cooperative Extension, convinced of the need, developed a successful proposal to the Extension Service, U.S. Department of Agriculture, to explore Cooperative Extension's role in training and giving organizational support to family day care providers. After the director was hired and the Nassau County needs and resources were surveyed, the project began with a substantial recruitment effort which included the establishment of a storefront "gathering place" or "drop-in" resource facility. This facility, based on the success of a similar one in Tompkins County was located near the center of Nassau County in Roosevelt, a middle to low income area populated by a concentration of minorities and at the center of need according to findings of Kelsey and Palmer (1971). With the selection of the site in Roosevelt it became a demographic fact of life that the three villages are of

Roosevelt, Uniondale and Freeport would receive a disproportinate share of the demonstration project's benefits. The training efforts which were established and other supplemental activities such as trips and picnics have reached a county-wide audience while the storefront facility tends to serve more local family day care providers. The program, operating out of the storefront includes a newsletter sent to approximately 630 people, a certificate training course for licensed or unlicensed providers of family day care, some parent referrals, a teen home-visitor program, library and loan closet, and other support and coordinating services. The resource center is also used by some children who drop in on their way home from school. Sometimes activities are planned specifically for them. The storefront provides an attractive play area for children who accompany their parents or their day care providers. The staff consists of a Director, a professional with training and experience in home economics and social work, and two paraprofessional workers, one of whom brings the advantage of being from the Roosevelt area. Many persons who were interviewed reported that the quality of the staff has been an important factor in the program's ability to attract and continually involve providers. Interviewees further commented on the positive, supportive, informal friendly atmosphere that had been created through the storefront and their contacts with the staff. They emphasized that the staff provided leadership and was not condescending while providing casual support of and deliberate intervention in family day care homes. The personal style and professional skills of the Director were often alluded to by interviewees as reasons why other agencies have come to respect and utilize the resources of the program. It is the judgment of the evaluation team that the components of the program combine to produce a synergistic effect. There is strong evidence among interviewees that the program has positive acceptance from those persons who have had active contact with it.

DEVELOPMENT OF THE ADVISORY BOARD

With the beginning of the training course, a case group of providers was gathered to advise and plan with the staff for the development of the program. This was the major mechanism for involving day care providers in decisions regarding the content and process of the training as well as in actual program implementation. These providers, for example, assisted the staff in locating and contacting new participants. The advisors group contined to be primarily a provider group, with one parent and one community persons for about three years, or until the initial funding ended and the organization's first survival crisis occured. It was decided at this point that the advisory group should serve a broader purpose, one that was capable of attending to the program's maintenance needs as well as its task needs. At this point, the group began its evolution into a more formal advisory board. The membership structure was defined to include twenty members with the following distribution: eight family day care providers, five parent users, and representatives from various organizations and professions in the community. This new Board actually began functioning only in early 1976 and in our observation remains somewhat tangential to the day to day life of the program. It was apparent that the staff was still trying to involve and inform the board members, but that no significant transferral of responsibility and/or power had occurred. During none of our interviews with board members did we infer any feeling of control over what happens to or with the program. On Arnstein's ladder of citizen participation (Figure 3) the board's involvement is evaluated to be within the range of tokenism.

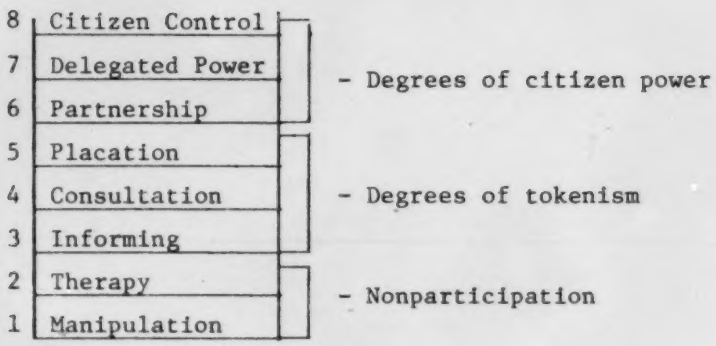


Figure 3: Eight Rungs on a Ladder of Citizen Participation, Sherry R. Arnstein AIP Journal Vol. 35. July, 1969.

Some interviewees suggested that the explanation for the lack of lay control in decision-making lay at least in part with the fact that the funding structure being what it was (directly financed from Cornell University) made local control unlikely. For instance, the organization does not have its own incorporation which means that there is no legal role for the board. They are not responsible for the management of the funds or the program. They are rather, an advisory group, passive in nature, unless called into action by the staff.

The evaluation team is not suggesting that the quality of the program has suffered because of this development, rather that this situation may very well have been a deterent to local adoption and continuation. The program has been very successful in developing the support of a clientele, however, the Advisory Board has only recently made efforts to develop a public constituency that could be used to assure political support for continued local funding. Therefore, as the end of the current funding approached there were few except the staff with the responsibility and information to locate and lobby for new resources. The Advisory Board is not at this time adequately informed or organized to present the case to agency boards or local government. Such an aggressive organized group would likely enhance the program's credibility and relevance in the view of local funders.

INTERORGANIZATIONAL RELATIONSHIPS

Early in the observation stage of this study, the evaluation team sought out information on the active interorganizational relationships which have formed the program's working environment. This was done by noting which organizations were mentioned often by the staff, which ones were represented in the visual displays at the Resource Center and which ones sent staff to the Open House held in October, 1976. From analysis of data a dichotomy of such organizational relationships was derived. Although in reality the distinctions are not always clear, the organizations judged to have regular, programmatically significant interaction with the Resource Center are drawn in solid lines and those with a less intense relationship are in dotted lines in Figure 4.

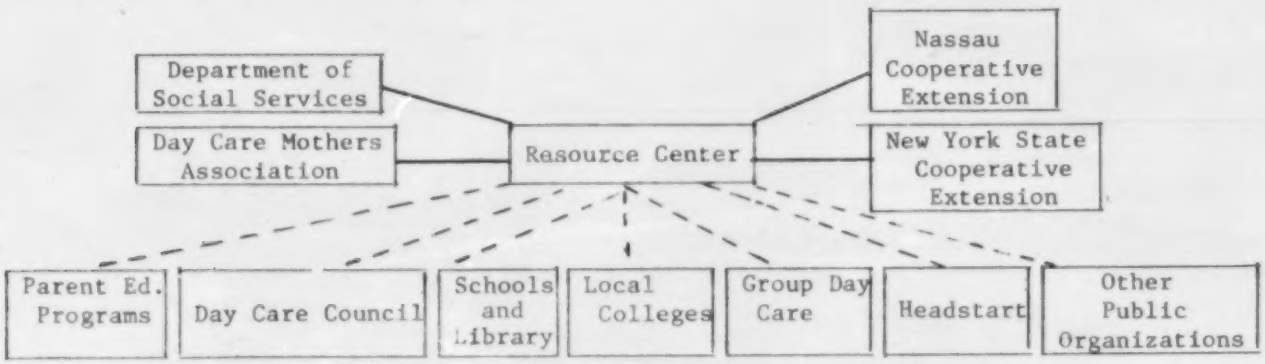


Figure 4: Intensity of Interorganizational Relationships of the Family Day Care Pilot Program.

The ties to the state Cooperative Extension at Cornell are most direct in the formal, structural sense. The Resource Center, begun as a demonstration project of that state organization, has continued to be accountable to it. Budget oversight, assistance in securing new funds, and advisory capacity regarding program development characterize this accountability.

Recently the Program Director's position as Family Day Care Specialist was defined and added to the Extension Faculty of the Department of Human Development and Family Studies, College of Human Ecology. This "connection" with Cornell was

generally perceived by the program staff to be rather neutral. At the same time they held an awareness of problems of generating a viable local program through a "top-down" policy of implementation, and an appreciation of the resources that would not otherwise have been available. It was apparent from discussions with the staff and with other community informants that except for the ability to keep the funds flowing, Cornell's involvement was not the factor upon which the program's success hinged. Rather, the program has been judged locally on the basis of its relevance and acceptability on the part of users who view it as their own creation.

From within the ranks of Nassau County Cooperative Extension, the Family Day Care Pilot Program has received a mixed review. It is valued particularly for the new audience it has given Cooperative Extension and the consequent expansion into a new area of community education. Several of the Extension staff, including administrators, also expressed a commitment to ideas and need statements which were supportive of family day care educational efforts. As one administrator stated, "our focus in working with families with children has been early detection of problems. Family day care is a legitimate national and state activity for Cooperative Extension since it is the major form of day care." The fact that the idea was tagged "legitimate" for state and national level policy matters without mention of the role of local agencies including Cooperative Extension is suggestive of the problems that have arisen. The Pilot Program has been perceived as a bonus from the state to the county, as is often the case with demonstration projects. Relative to on-going programs which squeaked by on tenuous annual appropriations, the demonstration project was comfortable. In contrast to those that competed for their share of a limited county Extension budget, the Pilot Program did not suffer for staffing or resources. Since it was directly Cornell-backed, local Extension staff tended to view it as distinct from the "regular" extension activities. Although the Project Director maintained an office in the County Extension build-

ing and reportedly made considerable effort to integrate family day care concerns into the overall agency effort, it appears that she was successful mainly with the leadership and those colleagues directly involved in the project. Some lack of support was apparent when plans were initiated by the Pilot Program leadership to continue the family day care support system as an on-going program component in anticipation of the termination of demonstration funds. Analysis of data indicates that the resistance from the Extension staff is not so much negative as defensive, an attempt to protect the status of established programs serving an established clientele from a flashy "johnny-come-lately" project when funds are in short supply. Apparently, then the Pilot Program has for most of the period of its existence been seen by Extension colleagues as a bonus program, relevant in the overall scheme of things, but not when compared to established, locally developed programs. Its credibility was not challenged by those interviewed but they questioned the relative advantage of Extension's doing the Department of Social Services' training for them. Perhaps, it was suggested, Extension should be training Department of Social Service staff to train day care providers. There is evidence in documents that in 1971, when the local Extension office was contacted at the outset of the project it was clear that that agency would likely have to pick up some residuals of the demonstration project when it was over. Since, then, however continued funding crises in a number of its programs and staff turnover had made that commitment problematic.

The interview data from the county Department of Social Services suggest a substantial "moral" commitment to training and support for day care mothers from certain personnel, but nothing in program policy which states a willingness to assume responsibility for these functions. However, staff involvement in efforts initiated by the Resource Center has been substantial. A caseworker reported that she was trying to organize a group of day care mothers in a neighboring

community which would meet periodically for informal support and enrichment. A day care unit supervisor serves on the Advisory Board of the Resource Center and acted as host at an open house at the storefront last fall. The Assistant Director in charge of day care services for the county was not directly involved but was aware and supportive of his subordinates' participation and considered it legitimate agency work. One of the staff development trainers of the agency has cooperated with the Resource Center Director in planning and executing training programs for family day care providers.

In the Nassau County program development, as well as in others as indicated in Section II, the relationship with the local Department of Social Services is a crucial factor in adoption and continuation. The demonstration project in Nassau County has scored a considerably higher success on this than many of the other efforts. Two factors seem to have influenced this. One is at the level of the organization and one has to do with interpersonal relationships. As with the local Cooperative Extension agency, the Resource Center was initially a "gift" from the state which enabled DSS to better serve its clients. Unlike the situations in which a county Cooperative Extension "initiator" is trying to get the Department of Social Service "to do something" about family day care, the Resource Center brought with it its own initiative and resources. It required only cooperation. Additionally, numerous reports point to the friendly working relationships which quickly developed between the Resource Center Director, herself a former Department of Social Service's employee, and the Department of Social Service's staff. A caseworker reported, for instance, that her enthusiasm for the program concept was sparked by a session that the newly hired Resource Center Director had with the day care unit staff. The staff development director referred to the "happy circumstance" of her meeting the Project Director as a major incident in the

development of a training and support system in the county. In sum, cooperation including the release of names of care givers to the Pilot Project came when it was apparent that there was little reason to resist it, and involvement came through interaction between the two staffs and the establishment of the compatibility between the two organizations. Since the project has had its own resources, it was from the Department of Social Service's point of view, a totally triable idea.

The other organizations from and about which the evaluation team obtained information were those involved in the delivery and coordination of services for children and/or parent education. One organization was part of a five agency group which, was a result of efforts by the Pilot Program, had managed to coordinate the five programs, send out a joint activity calendar, and share resources, such as staff expertise and transportation capabilities. The others were operating in various places in Nassau County and included a day care center, parent training, mental health and adult education. It was found that the more interaction the other organizations had with the Pilot Program the more positive was their assessment of it. Those agency representatives who were not actively involved with the program were more likely to criticize the staff for not "reaching out" or publicizing enough. Some evidence of program competition was shown in instances where an agency's and the Pilot Program's clientele and program goals coincided. While it was impossible to assess definitively whether these less-than-hormonious relations were operating at the interorganizational or the interpersonal level, it appeared that the latter was predominate.

The agency representatives who were interviewed all felt that support and training for all day care providers was an important service to children and their families. One stated that even though professionalization of family day care providers is unnecessary, it is vital for the healthy development of the children

that the providers understand the impact of the choices they made daily in their work. Some concern was expressed that a program based on voluntary participation tendes to enhance the "cream of the crop" and consequently leaves the bulk of independent providers to their own resources and motivation.

IMPACT ON PROVIDERS

The project's primary clientele has been family day care providers. Secondarily, and less directly, it is a service to working parents and their children. Table VI depicts the types of persons who frequented the drop-in Storefront in Roosevelt, New York during randomly selected periods of two weeks during 1976 and 1977.

TABLE VI

Distribution of Numbers of Visits to Storefront of Pilot Program According to Types of Persons During four Randomly Selected fourteen Day Periods in 1976 and 1977.

Period	Agency Representative and Miscellaneous	Family Day Care Providers	Parents	Children	Totals
6-76	10	32	15	147	204
10-76	21	36	23	76	156
4-77	23	39	36	80	178
5-77	14	61	21	60	156
Average	17	42	24	91	177

Prior to the opening of the Pilot Program's in 1972, there was no training of family day care providers in Nassau County. There was no organization of family day care mothers and it was only by chance that they were in touch with each other.

Now there is a Family Day Care Provider Association of Nassau County which has developed as an off-shoot of the Pilot Program. It is essentially a self-help organization with characteristics which combine a professional organization, with a union and a social club. The recent history of this organization's development reflects a tendency of members to assert their independence from any other organization - the Pilot Program, the Day Care and Child Development Council, and the Department of Social Services - in an effort to be recognized as the voice of family day care in the county. It is evident, from observation, that the Pilot Program's staff applaud and encourage this movement. The Association has assumed an advocacy role at the local level with the Department of Social Service and at the state level with public officials, who have been encouraged to provide support for efforts in other counties.

A day care provider representative reported that while the Provider Association does view itself as politically independent of any other organization, there is no denying their reliance upon the Pilot Program for administrative support. She also stated that the financial and other constraints on the Provider Association made it unlikely that it could support any major part of the training or support system when the current funding was over, even though the providers valued and in fact had come to take for granted the program's existence as part of their own support system.

PROSPECTS FOR ADOPTION AND CONTINUATION

It has often been a characteristic hope and objective of many federal agencies and foundations that their developmental projects which are funded on "soft" terminating funds will some how or some way become adopted and continued locally with funds and resources from other sources. Unfortunately, there are a large number of good to excellent programs which have flourished and come to rest in a vast

graveyard where lie projects which have failed to develop resources upon termination of their "seed" money. Deshler, Farmer, and Sheats (1975, pp. 43-50) studied this problem in California in relationship to Title I (HEA, 1965). They found that there were four primary patterns of relationships between "soft" funded projects and their funded agencies: 1) the project assisted the expansion of an existing program; 2) the project assisted the extension of an existing program into a new territory; 3) the project assisted in the implantation of a new program inside the funded organization; and 4) the project assisted in adding a new program onto the funded organization. The first three types of relationships were found to be supportive of adoption and continuation at the level of performance which was achieved during the period of "soft" funding. The fourth alternative did not fair too well, however, the following figures illustrate the possible arrangements which have

Figure 5: Add-on Outside Program - tends to be viewed as marginal and its termination at the end of "soft" money tends to go unnoticed.

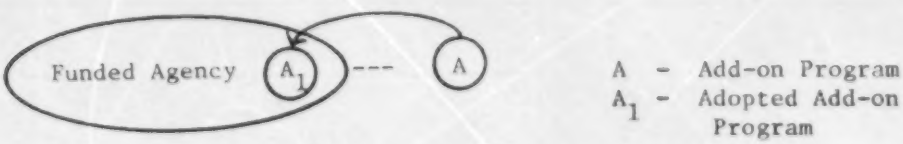
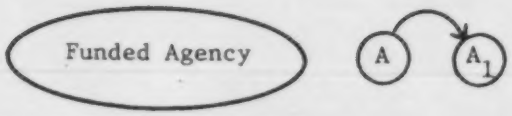
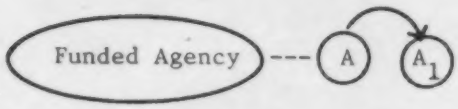


Figure 6: Add-on Program Which is Adopted - tends to occur with a great deal of planning and agreement in advance of the initial "soft" funding.



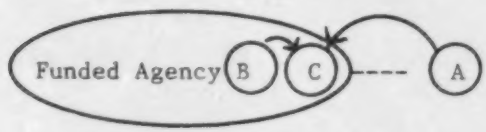
A - Add-on Program
A_1 - Independent after termination of initial funding

Figure 7: Add-on Program Which Achieves Independence - tends to occur through voluntary contributions or alternative, local, state, or federal sources.



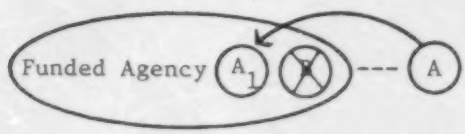
A - Add-on Program
A_1 - Adopted by Community Agency

Figure 8: Add-on Program Which is Adopted by Another Community Agency tends to occur through the involvement of potential adopting agencies in the initial planning of the project.



A - Add-on Program
B_1 - Existing Inside Program
C - Merger of A and B

Figure 9: Add-on Program Which is Merged with an Inside Program in the Funded Agency - tends to occur in conjunction with a structural organizational change or a reconceptualization of program functions.



A - Add-on Program
B - Discontinued Program
A - Transplanted Program A

Figure 10: Add-on Program Transplants or is Substituted for an Inside Existing Program - tends to occur when an effort has been very successful in competing with programs in a climate of scarce organizational resources.

Analysis of data pertaining to the adoption and continuation pattern of Cooperative Extension's Family Day Care Pilot Program and its relationship to its potential adoptor, the Nassau County Cooperative Extension Association, indicates that the Pilot Program was considered by almost everyone to be an add-on program (see Figure 5 above). There is some evidence that the initial funders,

the Extension Service of the United States Department of Agriculture, were hoping that if the program was successful that the local Extension Association would make an effort to keep it going. The subsequent funding by Carnegie has made it possible for the program to mature more fully and to strengthen its position in relationship to the local Extension Association. The director of the Pilot Program, has worked closely with the Nassau County Cooperative Extension Home Economics Program Leader in exploring alternative adoption and continuation patterns. Due to a stringent budget situation, there appeared to be little hope that the program could be successfully added to the local Extension budget, thereby increasing its request to the County Legislature (see Figure 6 above). The possibility that the Pilot Program could survive through independent contributions or self sustaining money raising methods was considered nil (see Figure 7 above). Efforts were made to obtain funding for the training part of the program from the State Department of Social Services. This plan has a possibility of success for a portion of the Pilot Program (see Figure 8 above). According to interview reports there was considerable resistance from local Extension agents in other program areas to consider the idea of transplanting or substituting the Family Day Care Pilot Program for an existing program effort (see Figure 10). At the present time the plan for adoption and contribution of the Family Day Care Pilot Program appears to be primarily a version of a merger (see Figure 9 above). The plan of work and budget proposal of the Home Economics Program Area of Nassau County Cooperative Extension articulates a reorganization and reconceptualization of the program in order to merge it with an expanded parent education program under the frame-work of Human Growth and Development. It is anticipated that the drop-in center will continue. The newsletter will be focused on "Parents of Pre-Schoolers" and will be mailed to a larger group including day care providers.

The Certificate Training course will hopefully be continued in cooperation with the Department of Social Services. It is also hoped that there will be a close tie between the food and nutrition education efforts of Extension and the continued efforts with family day care providers. According to interview data, the planning process for working out the proposed integration and merger of the Family Day Care Pilot Program has stimulated creative thinking on the part of extension leadership. On the basis of the evaluative judgments of this report it is predicted that the merger will be successful, and that the Family Day Care Provider's Association will survive. The support of the Carnegie Corporation has provided the necessary extension of time for the Pilot Program to demonstrate its provisions for adoption and continuation.

IV CONCLUSIONS

In the United States it has been estimated that over 79% of all day care services provided by other than parents takes place in home settings. If the quality of child care in the United States is to be improved or assured, efforts should be made to find ways to provide support services for these family day care providers. Several pilot programs for this purpose have been established in New York State since 1971.

The purpose of this publication is to increase understanding about the variables which seem to affect the adoption and continuation of pilot efforts to extend services to family day care providers in New York State particular focus on the New York State Cooperative Extension Pilot Program on Family Day Care in Nassau County. The Carnegie Corporation in 1975 provided a grant to the New York State Cooperative Extension Pilot Project. This grant included funds for conducting the evaluation which produced the findings in this publication.

After a thorough search the study concluded that as of the fall of 1976 there were 20 instances in New York State where efforts had been made during the previous four years to provide some service to family day care providers. These services included: training for licensed and unlicensed providers; drop-in facilities; newsletters; parent referrals, library services; toy loan and equipment supplies; provider substitute lists; teen programs; enrichment activities such as trips; and coordination with other groups. There were various combinations of these components ranging from minimum efforts to the pilot programs which incorporated most all of the components.

The following conclusions were reached about the potential for adoption and continuation of family day care support services in New York State.

1) The idea of providing family day care support services was perceived by potential implementers and some community decision-makers as having considerable credibility, relevance, relative advantage and triability -- that is, it can be implemented piece by piece with few irreversable effects, especially if the presentation contains most of the components listed above.

2) The idea was not always perceived as compatible with the popular view that attributes low priority and low status to family day care providers. Child care professionals who closely identify themselves with center care do not always view the idea as compatible. These obstacles appear to be formidable obstacles to the adoption and continuation of support services.

3) Philosophical principles and values which implementers claim to be central to building relationships with providers are difficult to communicate and observe.

4) The recognition of community need for this service has yet to occur outside of the child care advocate network. This presents a major inhibitor to the development of public support for local funding.

5) Persons who have attempted to implement the program idea were judged to be knowledgable about child development and interpersonal relations. However, the personnel competencies and skills which are most associated with successful adoption and continuation include political action, project organization and management, and public education and presentation. It is predicted that an increase in these skills would greatly improve the potential for successful adoption and continuation of program efforts.

6) The program idea is most effectively disseminated through face-to-face personal contacts although publications and site visits to other projects helped.

7) The financial climate into which programs were introduced was quite adverse to the addition of a new human service. The fact that most efforts have continued is a tribute to the determination of those involved and to their ability to use short term funding from multiple sources.

8) Supportive relationships with local Departments of Social Service, day care centers and child development councils were considered to be essential for adoption and continuation. However, these relationships were difficult to establish and maintain in many cases.

9) The organizational arrangements which are most likely to foster adoption and continuation include: a) programs which are funded as an expansion or extension of an existing parent education or child care program or council; b) programs which were implanted or developed from within a well funded organization; or c) programs which were single purpose, outside funded, add-on and were merged with existing programs at the end of their outside funding. There is little evidence that programs which attempt to begin independently are likely to survive or be adopted after their initial funding has terminated.

10) The program support and encouragement from New York State Cooperative Extension was considered by implementors to be very important to their local efforts.

11) It has been demonstrated that the role of providing educational support services for family day care providers can be effectively performed through local county Cooperative Extension Associations as well as by county child development and/or day care councils.

12) Only pragmmatic financial arguments are likely to be persuasive to public decision-makers in the present human service funding climate. Arguments

based on the desirability of providing quality services or on the moral obligation of the community to improve the quality of care are not likely to be persuasive enough for gaining local public support.

Based on this brief survey it is predicted that there will be an increased number of efforts to provide support services to family day care providers. These programs are likely to suffer from inadequate funding from multiple sources, until the general public recognizes the value of such a support service. The pilot efforts surveyed in this report are to be commended for their struggle in bringing to life a new type of human service.

APPENDIX A

INTERVIEW TOPICS FOR PROGRAM IMPLEMENTORS

1. What is the nature and extent of your program efforts in support of family day care providers?
2. Who is involved and what are the organizational arrangements and relationships? How do other agencies view your efforts?
3. What was the impetus for your efforts? From where did you get your ideas? Did you use any materials from other programs?
4. What parts of the program do you think should be started first?
5. Did you have any problems in identifying and involving care givers?
6. What forces helped or hindered you from developing a program? What are likely sources of support and opposition?
7. Do you see a possibility of this type of program developing in other places around the country? What would be required for this to happen?
8. What are your funding strategies? From whom do you receive financial support?
9. Does it make any difference who sponsors family day care support systems? Is a relationship with a university useful?
10. If your funding was severely cut, what part(s) of it would you try to save?
11. What are your reasons for providing support services for day care providers? What social values are being expressed?
12. What do you think is the primary function of a family day care home?
13. How do you interpret the program's value to persons who are not involved with it? What is your rationale for convincing others?
14. What do you see as the potential consequences from family day care support systems? What changes are anticipated for day care providers?
15. What are the characteristics of program directors like yourself which are needed for the success of the project? How do you bring people together? What is your style of work?

APPENDIX A (Continued)

INTERVIEW TOPICS FOR PROVIDERS, AGENCY PERSONNEL,
POLICY-MAKERS AND CONSULTANTS

1. What is the nature of the organizational interrelationships involved in the family day care support system in which you are involved?
2. What values and goals do you see being expressed?
3. What do you see as the costs and benefits of this program?
4. What present and potential resources do you see as being available for use in adopting and continuing these programs?
5. Can you describe the critical incidents in the development of the program with which you are familiar?
6. How do you assess the approach implicit in this program from your particular viewpoint?

INQUIRERS' EXPERIENCE WITH PROGRAM IDEAS

1. What is the extent and nature of your contact with the Nassau County Family Day Care Resource Center?

2. What kinds or sources of information from the Nassau County Program have you used?

_____Site-visit
_____Slide set
_____Written materials (please specify on back if possible)
_____Workshops conducted by program staff
_____Telephone conversations or visits with staff

3. a. How have you been able to use any of this information?

   b. Can you list any outcome or activity in which this information played an important role?

   c. Can you list any decision areas in which this information was important to you?

4. How would you describe your role with regard to family day care support efforts in your community?

5. What problems, if any, do you see in developing such a program in your community?

6. What suggestions for the staff, if any, would you make regarding ideas about such programs or how they could best be communicated to others?

APPENDIX B

Dear

Recognizing the growth of family day care support systems throughout New York State and the nation, the Carnegie Foundation has funded a research team from Cornell University to gain further understanding of the spread of these efforts. This research is funded in conjunction with the Foundation's support of the Nassau County (New York) Family Day Care Resource Center, though it is administered independently.

We understand that you have made inquiries of the Nassau County program about possible use of the idea. As we are attempting to document the collective experience of those who are or have been engaged in efforts to develop supportive services for family day care, we hope that you will complete and return, as promptly as possible, the attached brief questionnaire. Since the frustrations are as essential as the successes in understanding this kind of service, we ask that you answer the questions freely regardless of the current status of your efforts. Your answers will, of course, be held in confidence by the research team and the information will not be associated with individuals in any way.

Your cooperation in returning the questionnaire in the self-addressed stamped envelope will be most helpful. Thank you.

Sincerely yours,

Irving Lazar, Project Director
David Deshler
Steven Maynard-Moody
Diane B. Jaenicke

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